S E C R E T

11 February 1959

MEMORANDUM FOR: All IAD's

SUBJECT: Proposal for the Rapid Transmittal of Information Reports and Customer Reactions

This is a proposal for a new reporting system to be used for certain CIA Clandestine Services reports that has been submitted to an Agency planning group for consideration. The planning group will meet to discuss the proposal on 19 February 1959 and I would appreciate any comments you might have on the proposal by 18 February 1959.

[redacted]

Assistant to the DD/I (Planning)

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Attachment
As stated

Distribution:
All IAD's
1 - DD/I Chrono
2 - WAT file

S E C R E T

S-E-C-R-E-T

PROPOSAL FOR THE

RAPID TRANSMITTAL OF INFORMATION REPORTS AND CUSTOMER REACTIONS

The Problem

The problem faced by the Agency Planning Group in the routine intelligence field comes under three headings:

a. Speed of processing, taking advantage of new technology;

b. Quality of reporting, dismissing submarginal information -- and sources -- at the earliest possible stage;

c. Tailor-made dissemination to keep analysts from being flooded with materials not pertinent to their work.

These facets are interrelated. Processing delays in getting reports to customers breed additional delays in getting reactions and evaluations to the collectors. The half-life of information is short; loss of interest in it due to time lag produces lack of interest in improving the source's production.

If we are able significantly to cut the number of processing steps and their aggregate time, users will better recognize their own interest in furnishing feedback to the collector. Collectors will appreciate this timely interest in their operations; and case officers and sources alike will be encouraged by the speed with which their material was handled, and the interest Washington has taken in it.

Speed and quality are particularly closely interwoven in the field of marginal or submarginal reporting. If users can let the collector know quickly that certain materials are valueless, operations can be

effectively re-directed or stopped, freeing field manpower for more constructive enterprises. If the discovery of lack of value is delayed, or not communicated, operations go on indefinitely, producing nothing, and the Agency's best asset, its professional manpower, remains tied up in them.

In late 1958 the DCI appointed a planning group, representing all elements of the Agency concerned, to recommend a communications and reporting system for CIA which would result in a speedier and more efficient flow of reports to the using analysts. The proposal below has been developed by members of this planning group. It is designed to cover a fairly limited number of CIA reports in the early stages of its operations. It is also designed, however, to be expanded to cover a larger percentage of CIA reports and possibly even the reports of other intelligence agencies if operating experience proves that these steps may be desirable.

The Need for a More Expeditious System of Reporting

As a result of recommendations made by the President's Board of Consultants on Foreign Intelligence Activities (the Hull Committee), the President has directed the intelligence community to establish a system for the reporting of critical intelligence within speeds approaching ten minutes. The "Critic" system has been designed to meet this specific task. In devising the "Critic" system, however, the Critical Communications Committee advanced, and the USIB approved, the view that for any system of reporting of critical intelligence to achieve maximum efficiency, it was essential that there be an increased flow of more timely background data against which to assess items of critical intelligence.

In view of the emerging capability of the Soviet Union in the field of guided missiles and the general speed-up in the field of weapons and communications, the DD/I has set as a goal the establishment of a reporting system in the intelligence community which will get substantially all intelligence information to the analyst within twenty-four hours after the preparation of the report in the field. Communications and other mechanical techniques are sufficiently advanced to make this a feasible goal.

Before developing a system that can include the reporting of the entire intelligence community, it is necessary that CIA develop a system for its own reporting that will move toward the achievement of the twenty-four hour goal. The experience gained and the techniques devised in the development of this internal system might well provide the basis

for a rapid system encompassing the remainder of the intelligence community.

At the present time information is received by intelligence analysts over an extended period of time after the event being reported. Some information is received in a matter of hours or days [redacted] and the cabled reports of other reporting agencies, including the Clandestine Services of CIA. The bulk of the information, however, is received in dispatch or report form over several weeks or months following. For example, Clandestine Services pouched reports, according to a recent two-day sample, reach the analysts' desks on an average of 54 days after their acquisition in the field. A schematic chart of the present and the desired patterns of the receipt of reports by analysts follows.

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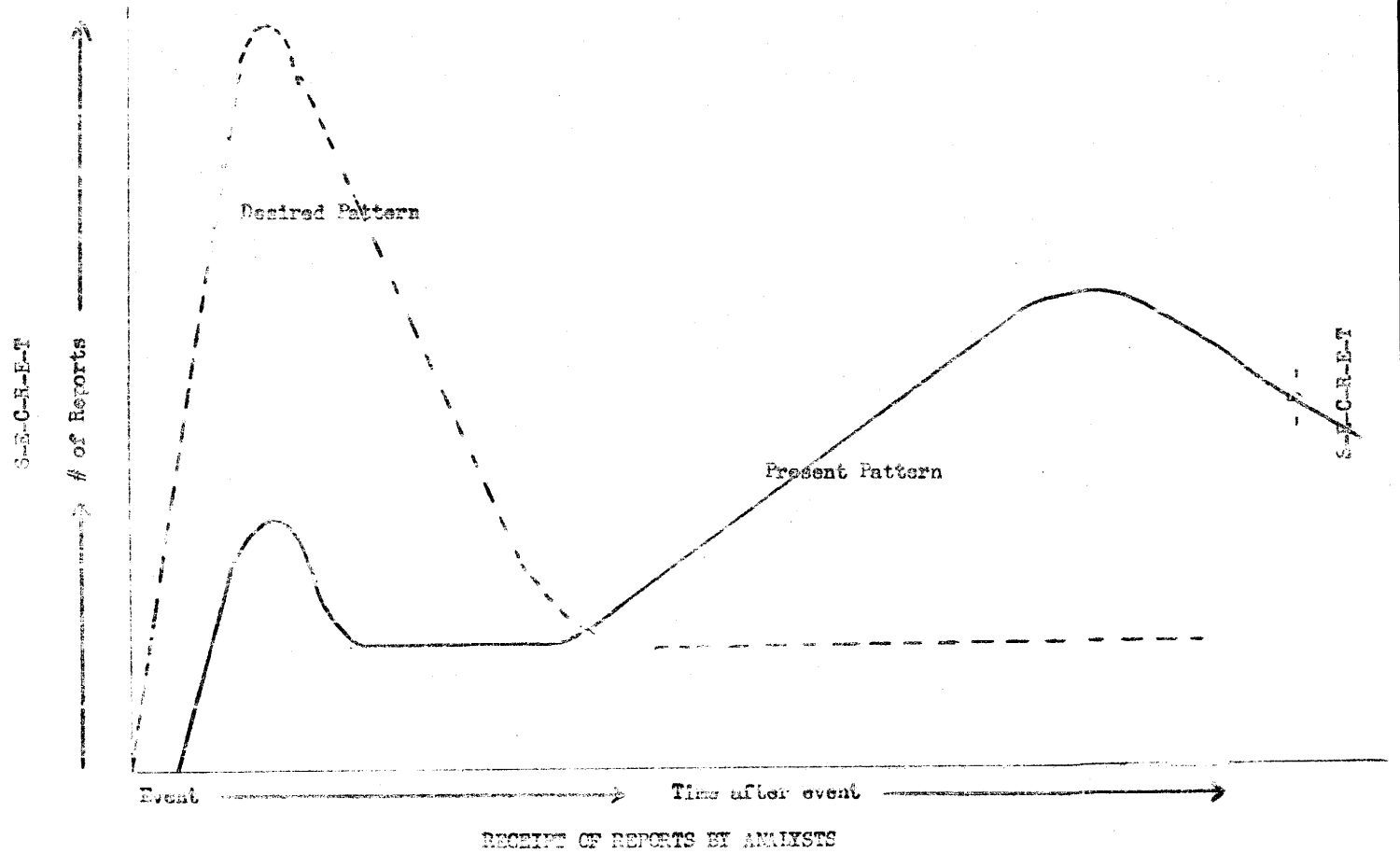

RECEIPT OF REPORTS BY ANALYSTS

The Volume of Reporting

In 1954, the Clandestine Services disseminated 35,000 reports, of which 3,500 were TDs. This volume has increased every year since. In 1958, the CS disseminated over 51,000 reports, of which 14,000 were TDs. These figures, over this 5-year period, represent increases of 47 per cent in the total number of reports and over 300 per cent in the number of TDs disseminated. This volume of reporting -- even supposing it to be wholly desirable -- imposes grave stresses on available facilities, personnel and procedures. It appears to have outgrown the Agency's ability to handle and use it effectively. Evidence of this is to be seen in delays between the receipt of information reports at Headquarters and their delivery to customers such as those reported above.

CS reports laterally disseminated in the field sometimes reach other agencies and departments in Washington through their channels appreciably sooner than through CIA. In some instances, other agencies and departments have disseminated information taken from CIA reports in their own publications before the Agency received its own copies. Customers complain that they receive too many reports they do not need, and that they fail to receive information they do need. The limitations of collection mechanisms aside, collecting components retort that customers fail to make their needs known through clearly phrased, up-to-date requirements and substantive evaluation of reports. A lack of communication between the two elements is evident.

The Guidance Factor

Adequate guidance would do much to improve CS reporting in all these respects. It would inform the field -- promptly and frequently -- what the community wants, and thereby enable the collector to concentrate on acquiring that information. In doing this, it would reduce the volume of reporting -- and this smaller volume of better material could be handled more speedily. There is a school of thought which argues that formal Requirements alone dictate what information is to be procured. This is true to an extent: anyone procuring information which falls within the scope of a specific requirement will send it in. But this does not in practice limit the procurement of information which is not responsive to needs, or which is only barely so.

The human reasons are simple: at one end is the hungry writer of requirements. He writes loosely in order to obtain all information which may bear on his subject. At the other end is the field case officer. He will find some bearing on some requirement in almost anything. The "Initial Reactions" proposed in the present paper are intended to supplement requirements and substantive evaluations with a new form of rapid, frequent, critical appreciation of production, and thus aid in establishing communications between customer analysts and producers of information.

The DD/P has set as a goal the weeding out, at CS field stations, of volume reporting below the level of significance to the intelligence community, through the judicious application of these and other available means.

Synopsis of the Proposal

The cycle of the proposed system consists of the following elements:

a. Reports are typed at the field station in TD format on a Flexowriter with a tape by-product.

b. After mechanical encrypting, tape is forwarded to Headquarters by unaccompanied pouch or, as [redacted] equipment becomes available, by electrical means.

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c. After mechanical decrypting at the Headquarters Signal Center, clear text tape is furnished the Cable Secretariat.

d. On a twin of the input Flexowriter, the clear text tape is automatically typed in TD format, and carbons furnished to the action desk.

e. An OCR document analyst assigned to the Cable Secretariat places appropriate ISC codes on the mat, together with an indication of the dissemination normally accomplished by OCR. Simultaneously, the action desk reviews its copies, adding appropriate release and dissemination instructions and making minor corrections. A completed copy is returned to the Cable Secretariat.

f. The fully ISC coded, released, corrected, and CS-numbered TD is then run off for external and internal distribution by messenger or electrical transmission.

g. Initial Reaction Sheets (see Attachment A) are filled in by analysts with substantive interests, and returned within three working days to OCR.

h. The Machine Branch of OCR processes incoming Initial Reaction Sheets on punched cards. Lists of Requirements are processed in the same

manner. Reproduced decks of these cards go to the Machine Branch of RID, DD/P.

i. OCR furnishes DD/I internal dissemination and document processing offices with appropriately organized tabulations of analysts' reactions to disseminations they have received (Question 1), and lists of ISC coding proposed by analysts which was not foreseen in the initial coding process (Question 8).

j. Meantime, the Machine Branch in the CS has punched cards of other information, such as report numbers, projects, sources, originating stations, appraisal, subject, etc. Upon receipt of the cards made from Initial Reaction Sheets, it processes these for transmission of specifically pertinent tabulations by pouch or teletape to the field, with copies to the desks and Staffs concerned.

A pilot model of this system can be promptly established with the

25X1 [redacted] Based on experience with this model, the whole system can then be adapted for use elsewhere and particular features spread out to cover CS reporting across the board. The issue of whether and how to apply the system to customers in other Agencies can then be worked on piecemeal.

There is no mechanical reason why the full cycle of reporting to the customer, and return of initial customer reactions to the field, need take longer than ten working days, if unaccompanied pouch is used, and less if tape is transmitted by electrical means.

Processing by the Field Reports Office

The format of the report to be used by the field station is a compromise between the cable and the present dispatched Information Report. The intention is to provide a means by which the first typing of the report remains the only one in the whole process, unless extensive rewriting and thus retyping, becomes necessary. To achieve this, the field will use the format of the Headquarters T.D. ab initio for this method of reports processing.

As a distinction in format between a Teletaped T.D. and a cabled T.D., the original typed in the field will be covered by the Operational and Source Cover Sheet which is normally attached to pouched Information Reports. Use of these forms will assure a complete separation of disseminable information from all other.

Typing takes place on a Flexowriter according to a fixed format embodied in a Manual. The format should satisfy local dissemination needs as well as those of Headquarters. The station is free to take advantage of the various mechanical features of the Flexowriter which permit automatic typing of standard information, and initial typing in draft followed by automatic final typing. Skilled operators will soon obtain optimum results.

In any event, the final typing of the Operational and Source Cover Sheet, and the T.D., is made with the tape punch on. The finished tape is then given to the station's Signal Center for conversion to an encrypted tape.

Processing by Field Signal Center

The Office of Communications has elaborated the necessary procedures to be used in field and Headquarters Signal Centers for the Teletape encrypting and decrypting process. The essence of these procedures is to prevent confusion between clear text and encrypted tapes prior to dispatch.

After encrypting, the original clear text tape is destroyed and the encrypted, secure tape dispatched by fastest available means. Teletape experience to date indicates that this will be the unaccompanied State Department pouch which moves by air mail and is privileged: Agreements with the air lines prevent it from being "bumped." Nor is it held up in customs upon arrival.

Arrangements have been made with the Department of State to move Teletape packages by next airplane, rather than waiting for a larger shipment. It has been found possible by these means to move a Teletape dispatch from the originator's typewriter to the Headquarters desk concerned in one working day (taking advantage of the east-to-west time differential), although the norm is two to three days. (For details on Teletape see Background Paper #5.)

Confirmation Copy

In the subsequent processing of the tape, the registries both in the field and at Headquarters are bypassed. In order to satisfy the records needs of both, we move the original typed copy of the Teletape dispatch by pouch, and treat it in the same manner as any other dispatch for records purposes. This confirmation copy would also be used to back us up in any situation in which tape is lost (no such event has occurred to date). Needless to say, carbon copies of the original typing are used in the field for the station's file and documentation purposes. It appears advisable to use the same method in the Teletape reporting process.

Processing Upon Arrival at Headquarters

Adequate messenger arrangements exist for the movement of Teletape, upon arrival in an unaccompanied pouch at the Department of State, to RID. The tape is merely logged as a unit and moved by hand to the Signal Center in L Building without delay. There mechanical processing produces a clear text tape. In the Teletape process as we have tested it so far, this clear text tape is delivered to the Division for further handling. For the reporting purpose, however, we propose that it go directly by dumb-waiter upstairs to the Cable Secretariat.

Processing by Cable Secretariat

The first item to appear on a reports tape will be the non-disseminable Operational and Source Cover Sheet. The typist in the Cable Secretariat will place one of these sheets, with the number of carbons required by the Division, in her Flexowriter and automatically type this portion of the material. The machine stops at the end of the page. The typist then puts a T.D. mat, with three or four cartons, into the machine and resumes automatic typing of the disseminable portion of the report.

The Cable Secretariat retains the T.D. mat for treatment as described below. The Operational and Source Cover Sheet and carbons, and the carbons of the T.D., are furnished by messenger to the Division reports office which has action on the report.

Processing by the CS Area Division

Incoming reports are screened by the reports officer concerned to separate immediately releasable material from that which requires re-writing.

Normally, immediately releasable material will be handled first. It will be given a CS report number and the distribution assigned. The copy used in this review will then be released by the Division reports officer and forwarded to the Cable Secretariat with an indication of the number of copies required in the Division for the purpose of internal CS distribution. Minor corrections, if indicated by the Division, can be made either on the finished T.D. mat, or by automatic retyping from the original tape in the Cable Secretariat.

Material which must be reprocessed prior to dissemination will be retyped in the Division on a new T.D. mat. This is then furnished to the Cable Secretariat for dissemination. This will cause the destruction of the original mat by the Cable Secretariat. At reasonable intervals, a member of the Requirements Staff reviews unreleased T.Ds at the Cable Secretariat and inquires into the causes of undue delays.

Simultaneous Coding

While this review process takes place in the Division, an OCR document analyst, stationed at the Cable Secretariat, has assigned pertinent ISC numbers (probably from the new, revised version of the Code) to the report and noted them on the TD mat. He has also indicated the dissemination the report should receive beyond that assigned by the CS. All run-off copies will thus bear the code numbers and dissemination, and no processing time was lost by injecting these essential steps at this stage.

As soon as the release copy of the TD is received from the Division, the Cable Secretariat types the CS number on the mat, as well as amendments to the standard CS distribution ladder. Minor corrections in the text can also be taken care of at this stage. The TD is then run off in the requisite number of copies for internal and external CS dissemination. Courier distribution takes place along with the now customary distribution of cabled TDs.

It is possible at this stage to take advantage of the available clear text tape which was used in the automatic typing of the TD to relay the report electrically to customers. The chances are, however, that until [redacted] equipment becomes available this type of processing will be limited to offices which have the essential equipment now functioning, i.e. essentially OCI. We consider it desirable to make electrical dissemination to OCI in order to acquire the necessary

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operating experience against the day when it may be necessary or desirable to make extensive electrical dissemination to a wide range of customers.

25X1 For details on [redacted] and its potential, see Background Paper No. 8.

The Initial Reaction Sheet

While the form is self-explanatory, several points should be made in support of it.

Every department of the Agency has experienced a steady increase in business, volume of paper, operational activity, number of reports, number of cable groups transmitted, etc., every year. There appears to be a steady annual growth of between 10 and 15%. It is the result of 15 years of preparatory work now giving us, in volume if not in quality, increasingly the product we have sought. On the other hand, we have reached our peak in manpower.

Sooner or later this conflict will cease to be merely annoying. Most of us plead that we are so overloaded that we cannot take on another piece of paper or another form. Individual components strive valiantly to improve the effectiveness of their use of manpower by regulating themselves a little better in one respect or another, but the paper flood does not diminish.

The fact is that all elements in the reporting business, from procurement through analysis, are parts of a single whole. Once the most serious problems facing each of the components are viewed, not as their exclusive, individual concern but as aspects of a single large problem, then new solutions offer themselves which may tend to be simpler and more effective. We refer to [redacted] "The Guiding of Intelligence Collection," Studies in Intelligence, Vol. 3, No. 1, for other aspects of the same issue.

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Let us have the courage to face the analyst -- to begin with

within the Agency -- with another form. The payoff will be worth it. Three aspects of the reporting problem are combined in it: those of appropriately limited dissemination, of adequate ISC coding for later retrieval, and of a quick expression of interest to assist the collector.

Only those analysts should be asked to use the form whose "feedback" will be worth exploiting, i.e. the specialists concerned with the subject matter reported; those responsible for writing collection requirements; those whose work will suffer if information is not adequately retrievable for lack of coding. It stands to reason that their cooperation will be quickly rewarded by receipt of fewer reports which are of no interest to them; by retrieval of filed materials they need in research; by more direct and effective contact with the collectors, triggered by their responses on the IRS.

The analyst has more important business than to fill in forms; hence the form must be simple, and easy to use and mail. We might provide participating analysts with blank forms, and pre-addressed envelopes containing identifying pre-punched cards, to make processing easy at all stages.

Punched-card processing of filled-in IRS forms should be used for all reporting derived from it. This will allow us to use the form in a single copy never requiring manual sorting and distribution. All derived products take the form of tailor-made machine tabulations.

The form as it appears in the attachment, although finished in appearance, is merely a draft for discussion and further refinement.

Feedback for Coders

Every theoretical discussion of retrieval problems brings out the inevitable human limitations in the coding process. For a recent review of this problem, see Paul A. Borel's article "On Processing Intelligence Information," Studies in Intelligence, Vol. 3, No. 1.

Analysts in the Document Division are not omniscient universal geniuses; they are able to assign the apparently essential codes, but they are bound to overlook, or not to be aware of, angles under which retrieval might in future become essential. This is the primary criticism of the present library system, leveled at it by personnel using it. The intelligence subject code, present or revised, is a splendid instrument, useful exactly to the point to which coders properly foresee the headings under which material may need to be recovered, but no further.

The better and more widely known the Intelligence Subject Code, the more it is directly used and contributed to by experts in their various fields, the better the retrieval system. The Initial Reaction Sheet provides a simple method of contributing to the coding. This presumes that the ISC codes originally assigned by document analysts are available on the report for review. Any analyst who receives a copy can take care of his own interests beyond the initial coding by adding appropriate codes on the form.

Mechanically, the additional entries will be referred to the Document Division in weekly tabulations. These will cite the name of each contributing analyst, the additional codes each has proposed, and the

report numbers to which these pertain. They can appear in document number or ISC Code order, or any other desired arrangement, for discussion with the proponents if this is indicated, and integration into the system.

Once this feedback process has been underway for some time, and analysts have become used to it, it is to be hoped that they will develop such confidence in the ability of the library -- particularly as mechanization provides increasingly reliable and rapid service -- to retrieve what they need, that they will be willing to dispense with the bulk of their own paper holdings. Without participation in the coding process, this confidence, we believe, cannot be established.

Feedback for Disseminators

Background Papers Nos. 1, 3 and 4, when read together, spell out another cause of delays in processing information reports to the ultimate Agency user: The method, now in use, of successive dissemination through organizational channels, with major distribution to the Office, from there to the Branch, from there to individuals. Bulk processing through several steps is inherently inefficient, when seen as a whole, not only in terms of time, but also in terms of the number of copies required which must be based on extreme potential needs, rather than specific known needs.

Alternatively, dissemination might be achieved within the Agency, from a central point directly to individual analysts, on the basis of their specific requirements, kept up-to-date on a continuing basis, by a feedback system suitable to mechanization.

Under such a system, dissemination can take place by subjects coded in the ISC, thus taking advantage of the fact that reports moved by the proposed reporting system will carry pertinent codes on every copy. Coded requirements, on the one hand, and coded reports on the other, are a prerequisite for any attempt to mechanize the routine portion of the dissemination process. (Unusual spot requirements would be handled outside the system.)

An analyst's Statement of Requirements may be derived in the first instance by tabulating his response to Question 1 of the Initial Reaction Sheet over a period of some months. The tabulation would contain all the reports he received, and their subjects in terms of the ISC Code.

Document analysts could translate this tabulation into a tentative Statement of Requirements, for refinement in discussion with the analyst concerned. This would yield the analyst's current Statement of Requirements on which disseminations to him would be based. This in turn would be kept up-to-date by the continuing feedback of his reactions on the IRS.

The experiment in automatic dissemination now underway in AFCIN-1 indicates that much additional paper is pumped into the mill by the straight-faced, undiscriminating machine. This is due to inadequately spelled out requirements which are adequately understood by trained analysts, but cause hash by machine. A feedback system as proposed here -- properly used -- will tend to give the analyst and his supervisor direct control over the volume of information delivered to the "In" basket.

The supervisor is an interested party inthis process because of his responsibility for a proper workload distribution to his subordinates. This, in practice, is a most difficult task; most supervisors carry their own workloads, and do not inspect their subordinates' "In" baskets at regular intervals. Based on the Initial Reaction Sheet, supervisors may receive every week, or at any other convenient interval, a tabulation by name of their subordinates of the reports they took in, and their reactions to them. This is a tool which might lend itself very well to proper workload distribution.

Feedback for Collectors

The remaining material on the form is intended to guide the collector. It does not contain written evaluations, but provides for checking off the simplest and, under the circumstances, most useful elements of guidance. A punched card system will be developed to bring these elements to the rapid attention of field stations and Headquarters desks and Staffs concerned. The system embodies the essential facts of projects, sources and reports, i.e. the Operational and Source Cover Sheet, the CS report form, or its TD equivalent, Project Summary Sheet, and lists of Requirements and their numbers. Non-operational portions of these cards will be reproduced for OCR for tabulations of use to DD/I elements. On the basis of this material, and the Initial Reaction Sheet cards received from OCR, the Machine Branch in the CS will be in a position to distribute such reports as the following at appropriate intervals:

1. To the field --

   By station or base, source cryptonym, and reports officer: a tabulation of reports in field report and cable number order, citing the CS number, the subject, and each Initial Reaction received to date; requirements levied on the station, citing reports and IRS reactions pertinent to each; a list of reports not disseminated by Headquarters, giving brief reasons.

2. For the Headquarters Branch --

   Copies of the above; in Source or CS number order, a list of outstanding evaluations (from Question 7

of the IRS) with the names and telephone numbers of the analysts who promised them.

In order of customer offices: a tabulation of CS reports originated by the Branch, giving the names of individual analysts and their initial reactions.

Copies of materials detailed below.

3. For the Requirements and Project Staffs --

By Requirement Numbers: reports referenced to them and Initial Reactions received.

By source cryptonym: a tabulation of materials rejected by customers in response to Questions 2 through 6 of the IRS.

While the value of materials of this sort should be apparent -- take, for example, the operational usefulness of a quick reaction to Question 3 -- the limitations need to be pointed up as well. The chief intention is to provide officials concerned with a convenient handle by which to investigate a situation. If Initial Reactions run consistently high on a low cost source, Headquarters personnel need to spend little time on operational massage in the renewal process. On the other hand, if Initial Reactions run adversely, this provides an indication to the desk and the Staff that the situation needs to be looked into. The purpose of the tabulation is not to allow rejections to be drowned in the stack of paper which is surfaced once a year in the project renewal process, but to provide a convenient method for the prompt closing of marginal operations in the light of all pertinent facts.

Effect on Substantive Evaluations

The amount of bookkeeping now undertaken in the CS to keep track of individual projects and their reporting product is very considerable. The scheme as outlined here does not encompass the present substantive evaluation process, the importance of which is in no way affected by it. In present experience, more than half of the rather elaborate Form 39 are returned by customer analysts with check marks only, and no substantive comments whatsoever. By diverting these to the IRS, and by freeing desk and Staff personnel of routine bookkeeping chores, it should be feasible to spend more time in personal or telephone contact with qualified analysts to obtain specific useful comments.

One novelty of this scheme, which is apt to meet with some apprehension in the CS, consists of the direct, uninhibited two-way communication between the recipients of information and its producers. An initial reaction to the product is sent right back without intervention at the Headquarters desk. This carries the risk that the field may act independently on the feedback to stop or redirect a project, as the case may be, without being so directed by the Headquarters desk. There are two sides to this controversy: we would argue that the CS have personnel in the field so competent that we entrust them with the conduct of operations which sometimes carry considerable risk; we can rely on them to discriminate. Furthermore, the desk is in a position rapidly to add its comments to the material communicated to the field, since it receives a copy simultaneously.

Under the impetus of this system, it is to be hoped that substantive evaluations will be processed to the field with a speed approximating that of the Initial Reaction system. They now take on the order of six months to reach the field from the date of the original report. They are often valueless by that time. The reasons for these delays are for the most part mechanical and will be separately investigated and dealt with.

Mechanical Aspects

The mechanics of the process from the analyst's point of view are simple enough. Upon his first reading of new incoming materials he will fill out the form. He will also have in his desk blank detailed evaluation sheets which he may want to use at the same time, or later on -- although as soon as possible. The forms, or envelopes containing them, are all addressed to the same point: The Machine Branch of OCR. We estimate that one keypunch operator can handle six or eight hundred forms of this type a day.

After keypunching and verifying, the bulk of Initial Reaction Sheets should be destroyed. They have no documentary value and are completely exploited by machine processing except where they contain verbal instructions on such subjects as ISC coding. These alone will then be hand-processed.

The complete deck of cards should be reproduced daily for use by the CS, and passed on to the Machine Branch of RID for further processing.

We should explore the possibility of taking IBM cards which are the product of this bookkeeping, sorting them down in appropriate order for dissemination to field stations, converting them mechanically to 5-channel tape, and passing the result back to the field via the Teletape scheme.

Subject to proof to the contrary in the course of testing this scheme, it is our assumption that manpower required in the Machine Rooms of OCR and the CS will be a fraction of that saved in the Divisions, the field, the CS Staffs, and the several office of DD/I.

Reproduction Bottleneck

While the model system will use electrical transmission from producer to consumer, for a small portion of CS production, this will not be the case for some time for the great bulk of it. Until electrical transmission becomes the rule, we shall have to continue to rely on multilith-type reproduction facilities.

Although the reproduction and dissemination processes are almost identical, Cable Secretariat reproduces cabled reports for dissemination, and Printing Services Division does the same for pouched reports. The reason is that the Cable Secretariat has proved its capability for speed in its task, and therefore has retained this responsibility.

We feel that the reproduction facilities of the Cable Secretariat are properly used for all internal dissemination of incoming cables, and for electrical transmission outside, but that a better capability should be established by PSD for all reports not electrically transmitted to customers under CS numbers -- cabled, pouched or Teletaped. This facility, like the Cable Secretariat, would have to work around the clock and otherwise develop the same high degree of efficiency. If one of our targets is to speed up our routine reporting across the board, it would be counter-productive in the long run to process a small sector efficiently, allowing all else to lag.

Equipment

Assuming favorable conclusions from the test, the issue of broadening the system's application will arise. Should presently available equipment be acquired for this expansion, or should we wait for a better model?

One of the weakest aspects of the system is its key element, the Flexowriter. Some of the problems we have with it are described in Background Paper No. 10; others are inherent in its mechanical operation and cause trouble for the typist. The Office of Communications, while continuing its search for better gadgets, should seriously consider participating in the development of improved devices of the Flexowriter type: i.e. typewriters which make it convenient for a secretary to produce a clear text tape -- or even an encrypted tape -- as a by-product of typing, for transmission and later processing, without re-keying.

Speed aside, as keying and retyping processes are eliminated, this approach would on the one hand offer increased input volume for the growing electrical communications capacity developed by the Office of Communications, and on the other offer significant manpower savings. Properly designed and protected Flexowriter-type devices should allow us to employ secretaries/communicators in the field with only moderately increased demands on training and skills. We have indications that satisfactory equipment will be available in the summer of 1961.

The cost of such a system, while high, may not be out of line. Three of the devices -- the minimum for one link -- are likely to cost about as much as one overseas employee in one year.

Extension of System to Other Agencies

The applicability of the system to our work with other agencies requires study. It is our belief that pertinent parts of the system, such as the Initial Reaction Sheet, should initially be tested inside the Agency only. Extension might then be examined first of all to those other agencies, i.e. notably Air Force, which use the ISC. Specific negotiations should be conducted at the proper time with each possibly interested agency; this approach may well lead to the development of different versions of the Initial Reaction Sheet for each. This broadening out, in turn, might make the ISC useful to more members of the community and thus cause them to rely more heavily on the documentation facilities provided by CIA.

Conclusion

Implementation of any one system can, of course, not be based on generalities. Our stations and bases have vastly differing needs for communications. There are methods of speeding up communications other than tape processing which will find their place in the whole scheme. The photographic page-at-a-time encrypting process explained in Background Paper No. 8 is one of the most promising of these, and likely to be useful for certain categories of stations and materials.

The components concerned will have to engage in a continuing general study of what mode or modes of communications will be best suited to each point abroad, with the participation in each case of personnel thoroughly acquainted with local conditions.

Meantime the test proposed here, if the Committee agrees that it is worth trying, will serve to focus the thinking of the participants on specifics, and to surface their new ideas as well as their qualified criticism, both, in the end, probably of equal value.